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LABOR INFORMATION BULLETIN

MAY 1935

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BORIS STERN, Editor

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Working for Better Labor and Safety Standards

BY

VERNE A. ZIMMER, DIRECTOR

DIVISION OF LABOR STANDARDS, U. S. DEPT. OF LABOR

In a recent letter to the Division of Labor Standards, the secretary of a State labor organization said: "I am enclosing three bills on workmen's compensation amendments recently introduced in our legislature. As they represent a departure from our present statutes and practice, I would like to have your comment as to the proposals from the standpoint of practicability and desirability. Particularly I would like to know the effect of similar enactments that may exist in other States."

Another letter, from the executive secretary of an industrial association in a large State, reads as follows: "For years I have been saying that our State is far in advance of any other in respect to liberality and effectiveness of labor laws. It now occurs to me that I have taken this for granted and that I actually have no factual material before me showing precisely where we stand in relation to other States. Is your Department in a position to furnish this information?"

From a labor commissioner in a large industrial State comes the following request: "I am presenting to you herewith a copy of a proposed blower or exhaust law compiled by a committee, which will probably be presented in the form of an amendment to the statute. I would like to have you review this proposal and advise me in detail as to the various provisions therein."

These inquiries are typical of hundreds received by the Division of Labor Standards since its organization within the Department of Labor less than 6 months ago. They illustrate the kind of practical service for which there is a general need, as shown by the fact that requests have come from organizations, officials, and individuals in almost all of the States. The variety and scope of the inquiries are further indicated by such additional requests received by the Department of Labor as -- "Please send us a draft of an effective and workable wage-collection law." "What is the advice of the Department as to a draft for a minimum-wage law?" "What is the best administration form or set-up for a State labor department?" "What is a desirable form of an occupational-disease act?"

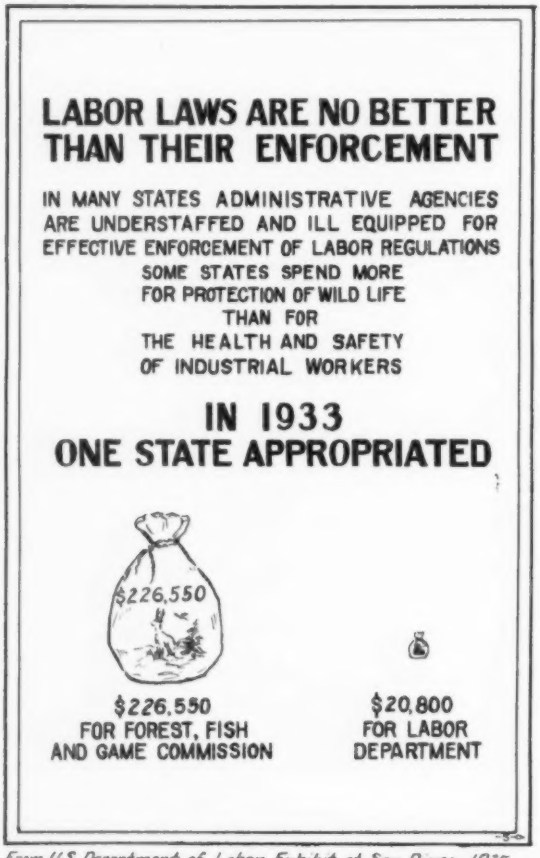
In answering these inquiries and supplying the requested information, the Division of Labor Standards draws upon material and data from various Federal and State governmental agencies as well as upon information in the hands of industrial, educational, and scientific organizations.

When State legislatures are in session there is a heavy and continued demand for sample drafts of bills on many phases of labor and economic legislation. Through the medium of a reporting service all labor bills which are being introduced in State legislatures are made available to the Division of Labor Standards. This reporting service frequently brings to light exceptionally well-designed pieces of State legislation that are of interest to other

States. It keeps the Division of Labor Standards currently informed as to the progress of labor legislation throughout the country.

LABOR STANDARDS

Great differences in labor laws, benefits, regulations, and administrative methods have existed among the States from the beginning. But increased industrialization, with its inevitable competitive factors, the practical elimination of State lines through modern transportation facilities, and the consequent greater mobility of workers, have pushed these inequalities into the foreground as a very real social and economic problem. A major objective of the Division of Labor Standards is to assist in harmonizing State labor laws, wherever practicable, to the end that workers in one State may receive the same measure of protection and benefit as workers in another State.


LABOR LAWS ARE NO BETTER THAN THEIR ENFORCEMENT
IN MANY STATES ADMINISTRATIVE AGENCIES ARE UNDERSTAFFED AND ILL EQUIPPED FOR EFFECTIVE ENFORCEMENT OF LABOR REGULATIONS
SOME STATES SPEND MORE FOR PROTECTION OF WILD LIFE THAN FOR THE HEALTH AND SAFETY OF INDUSTRIAL WORKERS
IN 1933 ONE STATE APPROPRIATED
$226,550
$226,550 FOR FOREST, FISH AND GAME COMMISSION
$20,800 FOR LABOR DEPARTMENT

From U.S. Department of Labor Exhibit at San Diego, 1935

To attain this goal, interstate compacts or agreements upon minimum standards of labor legislation have been developed among States located in the same industrial region. The Department of Labor has taken an active part in the organization and has participated in the procedure of the first interstate compact group, comprising New England and the North Atlantic States.

Another and most effective method of improving and harmonizing State labor legislation has been the regional conferences on labor and economic security. Following a national conference held in Washington, D. C., last year, three of these regional conferences have been held in the last 6 months -- one in Nashville, Tenn., with representation from the 12 Southeastern States; one of more local application in Richmond, Va.; and one in San Francisco, attended by representatives from the States of Washington, Oregon, California, and Nevada. These conferences bring together representatives of labor, employers, private welfare groups, educational institutions, and State administrative officials. Out of the detailed discussions and exchange of views at these informal conferences come definite concrete recommendations as to standards on such vital subjects as employment of minors, workmen's compensation, occupational diseases, minimum wage, limitation of hours, nightwork, industrial homework, economic security, and methods of strengthening and developing State labor departments.

SAFETY AND HEALTH

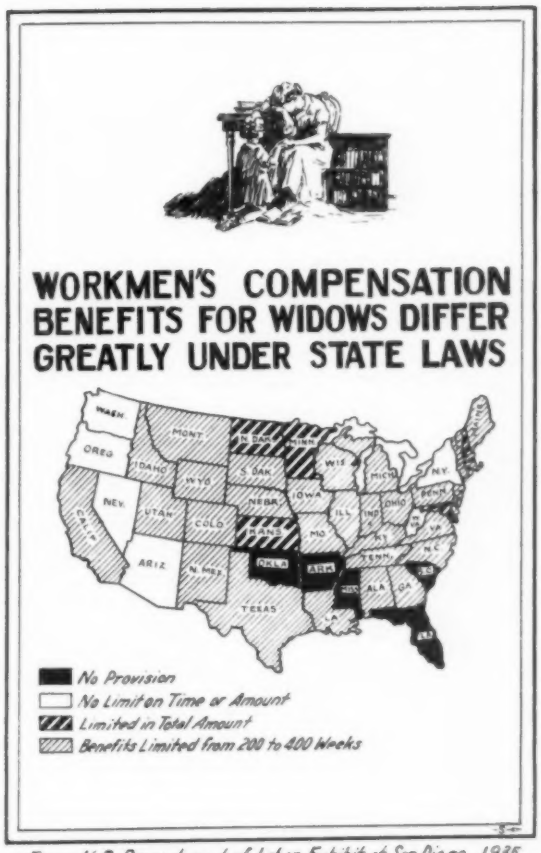
An essential function of the Division is the promotion of safety and health among industrial workers of the country. It is not the purpose of the Division to supplant

or supersede private or semipublic safety organizations which contact employers directly. It is, however, the aim of the Division of Labor Standards to promote State activity in the safety and health field as a permanent function of the State departments of labor. In disseminating information as to technical methods of accident control and the elimination of health hazards, the Division utilizes and adapts research findings and studies wherever possible. This work is done under the immediate supervision of an experienced safety engineer. The resulting material is placed at the disposal of interested State legislators or responsible organizations.

The U. S. Department of Labor participates directly in the development and drafting of codes sponsored by the American Standards Association, supervises the drafting of safety and health standards for N.R.A. codes, and participates in organized safety movements throughout the States. In this latter connection the Division of Labor Standards recently secured the loan of the famous traveling safety and health exhibit of New York for participation in State safety meetings in North Carolina and Virginia. This method of contact for the promotion of health and safety standards will be further developed during the present year.

The Division of Labor Standards has initiated a proposal for unifying and organizing accident-prevention programs within the Federal departments, some of which are engaged in extensive construction work. Within the past month a survey of safety conditions at Coulee Dam was undertaken at the request of the Interior Department, following an earlier survey conducted at Boulder Dam.

There has long been a need for the services now provided by the Division of Labor Standards of the Department of Labor. The labor laws in the 48 States are a mixture of good, bad, and indifferent statutes. Only 16 States have minimum-wage laws for


WORKMEN'S COMPENSATION BENEFITS FOR WIDOWS DIFFER GREATLY UNDER STATE LAWS
No Provision
No Limit on Time or Amount
Limited in Total Amount
Benefits Limited from 200 to 400 Weeks

From U.S. Department of Labor Exhibit at San Diego, 1935

women. Only five States have embodied into law adequate safety codes for their industries. While 44 States have workmen's compensation, most of their laws are below the standards set by the more forward-looking commonwealths. The greatest disparity exists in the regulation of hours and types of work for women and children.

The Division of Labor Standards is still new and inexperienced, but with the cooperation of the States, organized labor, employers, social workers, and other groups, it can become an effective agency for the promotion of better labor standards in the country.

UNEMPLOYED YOUTH IN THE UNITED STATES

"One of the most tragic results of the depression is the effect it has upon the lives of young men and women emerging from our educational institutions. There are several million young people between the ages of 18 and 30 who have graduated from our schools and colleges and entered into a work-world where no opportunities have been open to them to obtain a start in business or to commence the practice of their profession. This large group may become demoralized and disheartened and thus constitute a dangerous addition to the discontented and radical-minded elements and also offer a challenge to the system which permits the minds and ingenuities of its youth to be wasted."

-- From Senate Resolution No. 67, January 30, 1935

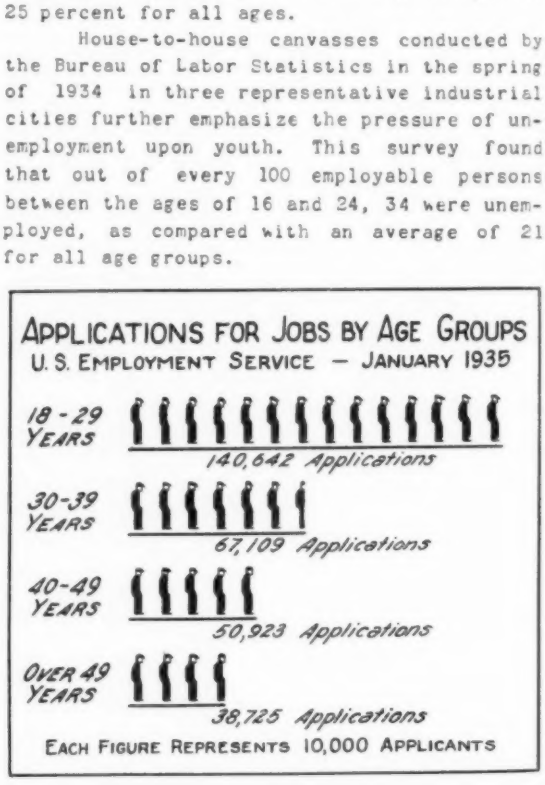
More than one-third of the high-school and college graduates between the ages of 18 and 29 were unemployed in July 1934. It is estimated that of the 6,800,000 employable high school and college graduates in this age group 2,450,000 were out of work. The younger element, those between 18 and 24, were hit the hardest. Within this group 44 percent of the high-school graduates and 35 percent of the college graduates were out of work. Approximately 300,000 persons on relief in October 1934 had never held a job. Nine out of every 10 of these were youths between the ages of 16 and 25.

These facts were revealed in a report to the United States Senate by the Secretary of Labor in response to a Senate resolution which requested an estimate of the extent of unemployment among youth and suggestions for meeting the problem. The Secretary's analysis and suggestions for meeting the problem of unemployed youth in the United States are summarized in this article.

THE PROBLEM OF UNEMPLOYED YOUTH

The depression has cut off work opportunities for youth to a greater extent than for the working population as a whole. A survey of unemployment in Pennsylvania in 1934 by the State Emergency Relief Board shows that 42 out of every 100 employables between the ages of 16 and 24 were out of work as against 28 for all ages. In Massachusetts over 35 percent were unemployed within the age group of 18 to 24, as against 25 percent for all ages.

House-to-house canvasses conducted by the Bureau of Labor Statistics in the spring of 1934 in three representative industrial cities further emphasize the pressure of unemployment upon youth. This survey found that out of every 100 employable persons between the ages of 16 and 24, 34 were unemployed, as compared with an average of 21 for all age groups.



In Milwaukee, 75 percent of the boys and girls graduated from 9 high schools in June 1933 and seeking jobs were unemployed 6 months later. Young people are often passed over by employers in favor of older and more experienced workers. If unmarried and without family responsibilities, they are not likely to get emergency employment or work relief.

Approximately 30 percent of all new applications for jobs in 15 States during November 1934 were made by young men and women between the ages of 18 and 24, according to the U. S. Employment Service. Persons in this age group, however, received only 25 percent of the jobs made available through the Employment Service during that month.

WHAT HAS BEEN DONE TO MEET THIS PROBLEM

Period of Education and Training Extended. The effect of the minimum age of 16 years for gainful employment established by the N.R.A. codes has been to keep many young persons between 14 and 16, who would otherwise be seeking a job, in school. For those who have left school and are out of a job the Federal Government has established an educational program. Unemployed teachers on relief rolls have been given the job of teaching the unemployed. Funds for this work have been granted to every State by the F.E.R.A.

Approximately 100,000 university students have been given part-time jobs on the campus to keep them in school. They receive $15 a month from the F.E.R.A. to help meet expenses on books, supplies, and tuition.

Junior or freshman colleges, without tuition charges, have been set up in a number of communities where free higher education is not available. The State of Michigan is at present operating 100 of these schools for first-year college students.

An apprentice training program to teach workers skilled trades, for which the period of experience necessary to obtain a journeyman's rating exceeds 1 year, has also been inaugurated by the Federal Government.*

Jobs Have Been Provided. The Civilian Conservation Corps during its 2 years of operation has kept an average of 350,000 young men between the ages of 18 and 25 at work conserving and restoring Government land and forests. Under the Work-Relief Bill, which was passed on April 6, 1935, the allotment for Emergency Conservation Work has been increased from $300,000,000 to $600,000,000.

Work projects have taken some of the unemployed young men and women off relief. Many young persons, however, are not eligible for work relief since it is given to only one member of the family -- the normal breadwinner, usually the father or eldest son. Self-help projects and subsistence homesteads have also given employment largely to heads of families and to older workers.

Transient camps, which provide for those who take to the road because of failure to secure employment at home, have served a number of unemployed young men. Approximately one-third of the population of these transient camps are youths between 16 and 24 years of age.

A PLAN TO PROVIDE FOR UNEMPLOYED YOUTH

To meet the immediate problem of unemployment among young people who have left school, the Secretary of Labor suggests an allotment of $96,000,000 from emergency work funds to be used in financing work projects and scholarships for these young people. This money should provide for:

1. The development of work relief to give jobs to 800,000 young people 18 to 25 years of age who are not heads of families. These young people will be given employment combined with an educational and recreational program in their home communities for a

* See p. 8 of this issue.

period of 6 months and will be paid $15 a month. For unemployed boys and girls outside of their home communities similar relief work will be provided in experimental camps.

2. A junior placement division within the U. S. Employment Service to place qualified young men and women on jobs. An allotment of $2,500,000 is recommended for this purpose.

3. A scholarship program for 16 and 17 year old boys and girls to be financed from a fund of $8,100,000. This would provide scholarships of $2 a week for 1 school year for 100,000 boys and girls. The scholarships will go to young people whose families cannot supply their needs for carfare, books, and incidentals.

4. Extension and strengthening of programs which have proved successful in the past. These include the Civilian Conservation Corps, campus work projects for college students, freshman colleges, and the apprentice-training program.

Health Risks in Industry

A large majority of the workers in the United States are employed in plants which have no safety director and no nursing or medical service. A recent survey by the U. S. Public Health Service, covering 28,700 workers in 615 plants in a typical industrial area in this country, showed that only 20 percent of the workers covered were provided with the services of a plant safety director, only 17 percent with a part-time physician, and 34 percent with nursing service. Out of every 100 workers 13 were employed in plants where a common towel was used, and 20 worked in plants where a common drinking cup was in use. In the printing, stone, clay, and glass, electroplating, and dyeing and cleaning industries about one-half of the workers used a common drinking cup.

The shortage of health and safety services was most apparent in small plants. Among the plants employing less than 100 workers --

2.0 percent had a safety director
5.0 percent had a first-aid room
1.5 percent had a part-time physician
0.2 percent had a full-time nurse

In contrast to this lack of services in small plants were conditions prevailing in the larger plants (those employing more than 100 workers) where --

30 percent had a safety director
54 percent had a first-aid room
19 percent had a part-time physician
32 percent had a full-time nurse

The significance of this shortage of health and safety services in small plants is accentuated by the fact that 92 percent of all industrial workers in the United States work in plants with less than 100 employees. Over one-half work in plants employing 10 workers or less.

The failure of industry to provide the essentials for safe and healthy working conditions has led the U. S. Public Health Service to recommend that a "program of industrial health and hygiene be carried on by the Department of Health; one that will reach the small as well as the large plants."

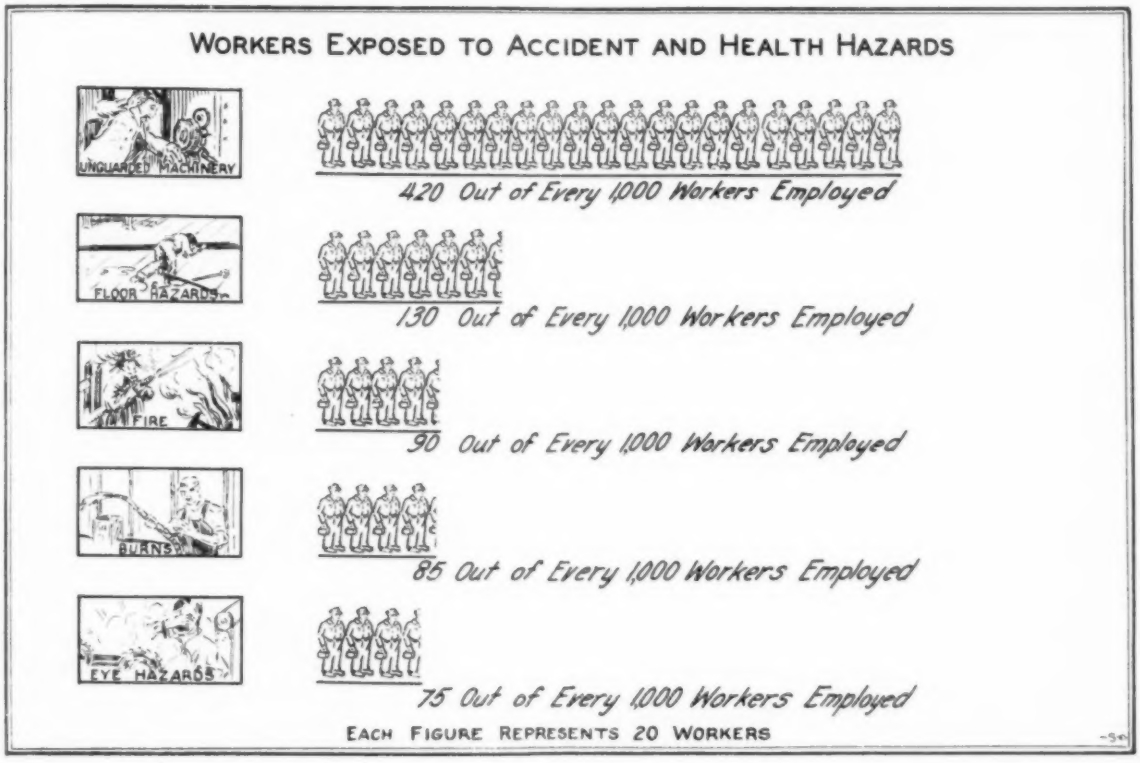
SAFETY IN WORK PLACES

Unguarded machinery was found in the survey to be the greatest potential source of accidents. Out of every 100 workers in all industries covered, 42 were exposed to this hazard. Thirteen out of every 100 were exposed to obstacles on the plant floor, a potential cause of injury from falls; 9 were exposed to fire hazards; 8 to eye injuries; and 2 to explosions. In the electroplating plants covered, 89 percent of the workers were exposed to unguarded machinery. In the printing plants surveyed, 62 percent were so exposed, and in metal plants 46 percent.

Danger from fire was most apparent in the storage-battery plants surveyed, where 38 percent of the workers were not sufficiently protected against this hazard. In the dyeing and cleaning industry 32 out of every 100 workers were not protected against fire, and in the chemical industry 30 percent were similarly unprotected.

Explosions endangered the lives of 26 percent of the workers in the stone, clay, and glass plants covered, and of 17 percent in the rubber-goods industry.

The danger of poisoning was present in 39 materials handled by the workers studied. Poisonous dust, carbon monoxide gas, and lead compounds constituted the greatest hazards. Twenty-seven percent of all the workers studied were exposed to poisonous dust, 19 percent to carbon monoxide poisoning, and 10 percent to lead poisoning. Poisonous dust, such as that from emery, quartz, and asbestos, threatened the health of 44 percent of the metal-products workers and of 34 percent of the chemical workers. In the printing industry lead poisoning endangered the health of 38 percent of all the workers studied.


WORKERS EXPOSED TO ACCIDENT AND HEALTH HAZARDS
UNGUARDED MACHINERY
420 Out of Every 1,000 Workers Employed
FLOOR HAZARDS
130 Out of Every 1,000 Workers Employed
FIRE
90 Out of Every 1,000 Workers Employed
BURNS
85 Out of Every 1,000 Workers Employed
EYE HAZARDS
75 Out of Every 1,000 Workers Employed
EACH FIGURE REPRESENTS 20 WORKERS

Accident records, the keeping of which was compulsory under workmen's compensation acts, were in most cases the only type of health statistics existing. These records were kept in 83 percent of the plants studied. Sickness records were kept embracing 40 percent of the working forces.

The lack of adequate health service increases the danger of occupational diseases. To control these diseases it has been recommended that they be reported to a central agency. Through such reporting it will be possible to establish definitely where and to what extent occupational diseases are occurring, and to suggest corrective measures. As to whether the problem of industrial health risks and occupational diseases should be solved by industry itself, it is stated that this *"is no more feasible than the attempt of an individual to control contagious diseases in his own home, or the attempt of industry to control the pollution of streams."*

THE FEDERAL-STATE APPRENTICE-TRAINING PROGRAM

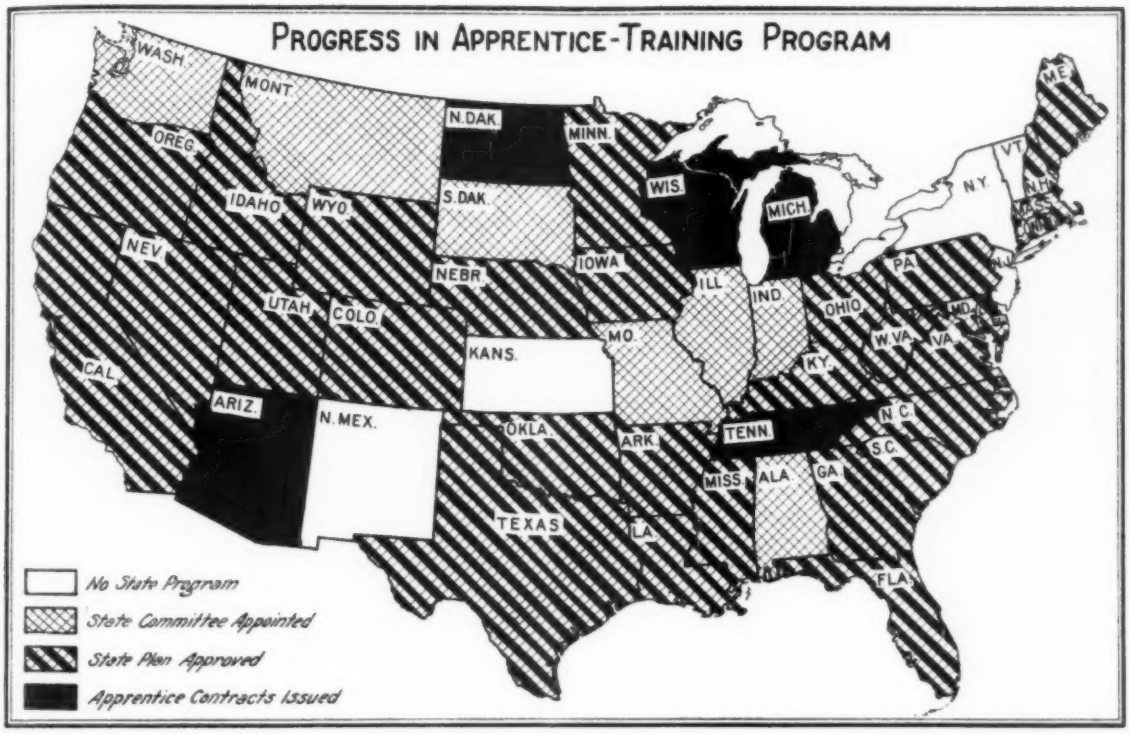
The demand for skilled industrial workers has undergone a tremendous change during the last two decades. As a result of the advance of machinery and other technological changes, the type and degree of skill required in modern industry have become vastly different from the skill needed 20 or 30 years ago.

Some skilled occupations have become completely extinct. The opportunities for gainful employment for glass blowers, carriage makers, and cigar makers have been greatly reduced by the use of machinery. The job of the coal miner has been seriously affected by the substitution of oil, gas, and electricity, and by the increased use of mechanical mining equipment. The locomotive engineer, the fireman, and the shop crews are now threatened by the large inroads of bus transportation.

Many of the inventions and innovations which have eliminated or revolutionized the jobs of one group of skilled workers have created a large demand for a different group of skilled workers. Automobiles and the radio, and more recently refrigeration, air conditioning, the streamline train, and television have opened up new fields and wider opportunities of employment for skilled workers.

In the face of the growing demand for new skills in industry, the chances of proper training through regular channels of apprenticeship have greatly diminished as a result of the prolonged depression. Many of the former skilled workers have lost their jobs, and through years of continuous unemployment many have lost their skill. More serious is the loss of the services of these workers as teachers and guides for the next generation of skilled artisans. It is quite probable that with business and industry on a higher level of operation, certain industries in this country would experience a real shortage of skilled workers.

To replace haphazard and poorly organized training with systematic and complete training of apprentices on the job, a Federal and State apprentice program was inaugurated in June 1934, when the President of the United States by Executive order requested the Secretary of Labor to organize the Federal Committee of Apprentice Training. The Secretary was also authorized to establish in each State a committee on apprentice



training to cooperate with the Federal Government. Each committee is made up of representatives of organized labor, organized employers, the State department of labor, the State office of the National Recovery Administration, the State board for vocational education, and the U. S. Employment Service. To date 43 States have organized committees on apprentice training, and 36 States have had their plan of procedure and method of operation approved by the Secretary of Labor.

The Federal-State apprentice-training program is based in large part on the past experience of trade unions with apprenticeship, and will not result in the displacement of skilled workers now employed. Under collective bargaining agreements, unions such as those in the printing and building trades have for years required learners to serve a period of apprenticeship at a wage scale somewhat lower than that of the skilled workers in the trade.

Under this program employers are permitted to enter into written contracts with young men and women to give them all the necessary training in the various branches of the occupation concerned. Such contracts must state specifically the type of training, the length of the apprentice service, the hours to be devoted to instruction in general and to training on the job, and the wages to be paid to the workers in each stage of training. They must be executed on a special form provided by the State committee on apprenticeship and must be approved by this committee.

The standards of training, wages, and hours approved by the Secretary of Labor constitute an essential part of the agreement. These standards are:

1. The apprenticeship period must not be less than 2,000 hours, nor in excess of 10,000 hours. Of these hours, 144 must be

devoted each year to instruction given by public authorities on related general and technical subjects.

2. The beginning wage paid to apprentices must not be less than 25 percent of the basic wage rate for journeymen in the locality, and the average wage for the entire apprentice training period must not be less than 50 percent of the journeyman's rate.

3. The apprentice must be given training and experience in all branches of the occupation involved, and every effort must be made to make him an all-round thoroughly-skilled craftsman.

To date contracts have been approved and apprentices are at work in seven States: Arizona, Delaware, Michigan, North Dakota, Ohio, Tennessee, and Wisconsin. Prominent among the many skills for which apprentices are being trained are plumbing, toolmaking, mechanical drafting, air conditioning, electrical engineering, and patternmaking.

One of the first requests for apprentices received by the Tennessee committee was from the harness-making industry. This industry has been stagnant since the war, and many of the skilled workers formerly employed in this industry have drifted into other occupations. The renewed use of horses and mules in agriculture in the last few years has caused an unprecedented demand for harness in the State of Tennessee, resulting in an acute shortage of experienced workers. This shortage has now been partly reduced through the action of the Tennessee committee in cooperation with the Federal-State apprenticeship program.

EMPLOYMENT AND PAY ROLLS IN APRIL 1935

Employment in manufacturing and nonmanufacturing industries increased between March and April by 120,000. Weekly pay rolls, on the other hand, declined by $300,000. The decline was due primarily to decreased production in the bituminous coal-mining industry where pay rolls dropped 33 percent during the month. The employment and pay-roll estimates are based on reports from 90 manufacturing and 17 nonmanufacturing industries surveyed each month by the Bureau of Labor Statistics.

Retail trade made the greatest gain in employment. Approximately 133,000 persons returned to work in retail stores as a result of increased buying due to spring and Easter trade. Increased activity in private building construction resulted in gains of 11 percent in employment and 12 percent in the weekly pay roll of this industry.

The durable-goods industries producing iron and steel, machinery, automobiles, lumber, and other building products showed slight increases in both employment and pay rolls between March and April 1935. These gains were offset by losses in the nondurable-goods groups engaged in the manufacture of foods, clothing, leather goods, tobacco, and other products which are consumed relatively quickly.

MANUFACTURING INDUSTRIES

Employment and weekly pay rolls in manufacturing industries showed practically no change in April as compared with the preceding month. Employment remained at approximately 6,906,000 and the weekly pay roll at approximately $144,000,000.

Gains in employment and pay rolls were recorded in 50 of the 90 manufacturing industries surveyed by the Bureau, but these gains were offset by losses in the remaining 40 industries. Both the gains and the losses were seasonal in character. Substantial increases in employment and pay rolls were reported in the following industries:

	EMPLOYMENT INCREASE	PAY-ROLL INCREASE
	Percent	*Percent*
Canning	29.3	30.3
Cement	20.3	27.6
Electric and steam cars	13.3	19.3
Aircraft	8.2	5.0
Stoves	6.1	8.0

Other industries which showed considerable gains were primarily those allied to building construction. Among these were sawmills, millwork, metalwork, and plumbing supplies. Slight increases in employment and pay rolls were also registered in electrical machinery, foundries, machine shops, and automobiles.

Pronounced declines in employment and pay rolls occurred in the cotton-seed oil-cake-meal industry, in rubber boots and shoes, in fertilizers, and in woolen and worsted textiles. In the cotton-goods industry employment decreased 3.8 percent and pay rolls 8.1 percent. These declines were for the most part a result of the production and curtailment order of the Cotton Textile Code Authority.

EMPLOYMENT

Employment Increased Slightly in the Durable-Goods Industries. The durable-goods industries in April provided employment to 3,103,000 workers. This is a gain of 32,500 over March. With the exception of railroad repair shops, where a decline of 3,400 workers was registered, all groups engaged in manufacturing durable goods employed more workers in April than in March. The gains in employment were:

10,100 in lumber
8,800 in machinery manufacturing
7,300 in transportation equipment
6,000 in stone, clay, and glass
2,600 in iron and steel
1,100 in nonferrous metals

Total employment in the durable-goods industries in April was 70,300 larger than in April a year ago. Compared with last year employment declined by: 23,700 in railroad repair shops; 7,300 in stone, clay, and glass; and 4,300 in iron and steel. These losses were more than offset by gains in employment of 42,200 in machinery manufacturing, 31,000 in transportation equipment, 21,100 in lumber, and 11,300 in nonferrous metals.

Employment Declined in the Nondurable-Goods Industries. Employment in the nondurable-goods industries in April is estimated at 3,804,000. This is a decline of 32,700 from the previous month. Food-products manufactures was the only group in this class of industries which employed more workers in April than in March. The employment increase in this industry is estimated at 13,400. The other nondurable-goods industries employed fewer workers in April than in March. The losses in employment were --

32,600 in textiles
4,100 in chemicals
3,900 in leather products
1,600 in rubber
1,400 in tobacco
2,500 in unclassified industries

Compared with April a year ago, total employment in the nondurable-goods industries decreased by 70,300. With the exception of paper and printing, where employment increased by 9,500, all groups of nondurable-goods industries registered declines in employment over the 12-month period. Textiles employed 30,900 fewer workers; food products 16,800; tobacco 10,900; rubber 10,600; chemicals 6,100; and leather products 2,600 fewer workers.

ESTIMATED EMPLOYMENT AND PAY ROLLS IN MANUFACTURING INDUSTRIES

APRIL 1935, MARCH 1935, and APRIL 1934

INDUSTRY	NUMBER OF WORKERS EMPLOYED			AMOUNT OF WEEKLY PAY ROLL		
	APRIL 1935*	MARCH 1935‡	APRIL 1934	APRIL 1935*	MARCH 1935‡	APRIL 1934
All industries	6,906,100	6,906,300	6,906,100	$143,873,000	$143,927,000	$136,962,000
Durable-goods groups:	3,102,600	3,070,100	3,032,300	70,299,000	68,857,000	65,341,000
Iron and steel	619,400	616,800	623,700	14,598,000	14,622,000	14,006,000
Machinery	747,300	738,500	705,100	15,991,000	15,825,000	14,311,000
Transportation equipment.	591,100	583,800	560,100	17,679,000	16,904,000	15,906,000
Railroad repair shops . .	255,000	258,400	278,700	6,876,000	6,727,000	7,188,000
Nonferrous metals	228,600	227,500	217,300	4,720,000	4,735,000	4,317,000
Lumber	474,800	464,700	453,700	6,946,000	6,724,000	6,168,000
Stone, clay, and glass .	186,400	180,400	193,700	3,489,000	3,320,000	3,445,000
Nondurable-goods groups:	3,803,500	3,836,200	3,873,800	73,574,000	75,070,000	71,621,000
Textiles.	1,583,800	1,616,400	1,614,700	26,101,000	27,495,000	25,277,000
Leather	296,000	299,900	298,600	5,526,000	5,875,000	5,736,000
Foods	632,700	619,300	649,500	13,030,000	12,648,000	12,663,000
Tobacco	78,600	80,000	89,500	959,000	986,000	1,028,000
Paper and printing. . . .	514,600	514,600	505,100	12,576,000	12,561,000	11,847,000
Chemicals	371,300	375,400	377,400	7,964,000	7,997,000	7,683,000
Rubber.	110,300	111,900	120,900	2,455,000	2,448,000	2,546,000
Unclassified.	216,200	218,700	218,100	4,963,000	5,060,000	4,841,000

* *Preliminary* ‡ *Revised*

PAY ROLLS

Pay Rolls Increased in the Durable-Goods Industries. Weekly wages of the workers employed in the durable-goods industries in April increased by $1,442,000 to a total of approximately $70,300,000. Slight declines were shown in the weekly pay rolls of the iron and steel and the nonferrous-metal industries. The weekly income of iron and steel workers fell by $24,000 and that of nonferrous-metal workers by $15,000. The other durable-goods groups reported larger weekly pay rolls, with gains of --

$775,000 in transportation equipment
222,000 in lumber
169,000 in stone, clay, and glass
166,000 in machinery manufacturing
149,000 in railroad repair shops

Compared with April 1934, the total weekly pay roll in the durable-goods industries increased by $4,958,000. Railroad repair shops with a drop of $312,000 was the only group with a lower weekly pay roll this April than a year ago. In the other durable-goods industries, the weekly wage income of the workers employed advanced by --

$1,773,000 in transportation equipment
1,680,000 in machinery manufacturing
778,000 in lumber
592,000 in iron and steel
403,000 in nonferrous metals

Pay Rolls Declined in the Nondurable-Goods Industries. Between March and April 1935 weekly wages of the workers employed in the nondurable-goods industries decreased by $1,496,000 to a total of approximately

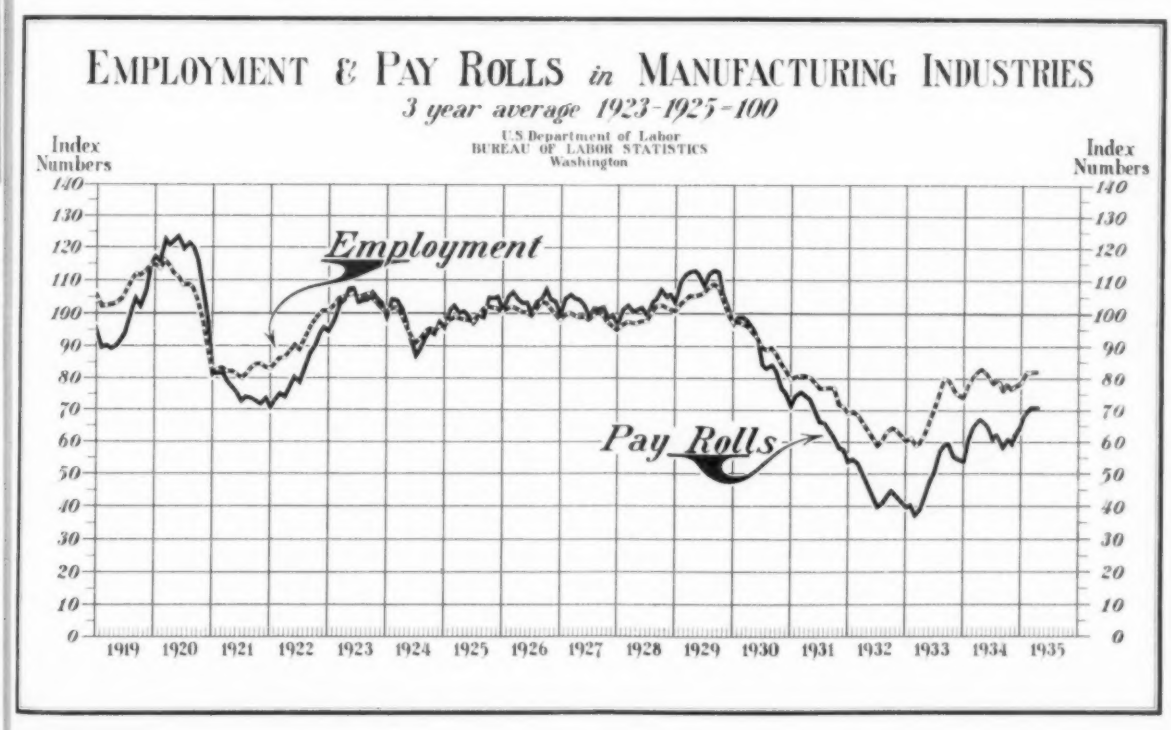
$73,570,000. Pay rolls advanced by $382,000 in food products, $15,000 in paper and printing, and $7,000 in rubber goods. These gains were more than offset by pay-roll losses of $1,394,000 in textiles, $349,000 in leather products, $33,000 in chemicals, and $27,000 in tobacco.

The total weekly pay roll in April 1935 was $1,953,000 larger than in April a year ago. Over the 12-month period the weekly wage income of workers employed advanced by $824,000 in textiles, $729,000 in paper and printing, $367,000 in food products, and $281,000 in chemicals. These gains were somewhat reduced by pay-roll losses of $210,000 in leather products, $91,000 in rubber goods, and $69,000 in tobacco manufacture.

TREND OF EMPLOYMENT AND PAY ROLLS IN MANUFACTURING INDUSTRIES

Factory employment in April 1935 remained unchanged from the preceding month, and was the same as in April 1934. The U. S. Bureau of Labor Statistics employment index for March and April 1935 and for April 1934 is 82.4. This means that for every 1,000 persons employed on the average during 1923-25, 824 persons had jobs in March and April 1935, and in April 1934.

Weekly pay rolls in April remained the same as in March. They were 5.1 percent higher than a year ago. The March and April 1935 pay-roll index is 70.7, compared with 67.3 in April 1934, meaning that for every $100 paid out in weekly wages during 1923-25 workers received $70.70 in March and April of this year, as compared with $67.30 in April a year ago.



HOURS OF WORK AND EARNINGS IN MANUFACTURING INDUSTRIES

Employment in manufacturing industries in April 1935 averaged 36.5 hours per week--the same as in the previous month and approximately the same as in April a year ago. Hourly earnings averaged 57 cents in April, the same as in March, and 54 cents in April 1934. The 1935 data are based on a sample comprising 22,113 establishments with 3,581,637 employees. The April 1934 average is calculated from records of 15,640 establishments with 2,889,744 wage earners.

HOURS OF WORK AND HOURLY EARNINGS

In the five selected representative durable-goods industries the average weekly hours and the average hourly earnings in April 1935 were --

Weekly hours:
- 40.0 in automobiles
- 38.5 in foundries and machine shops
- 36.5 in sawmills
- 34.5 in blast furnaces and rolling mills
- 33.5 in brick manufacturing

Hourly earnings (in cents):
- 72.0 in automobiles
- 66.5 in blast furnaces and rolling mills
- 57.5 in foundries and machine shops
- 44.5 in brick manufacturing
- 44.0 in sawmills

In five selected representative non-durable-goods industries the average weekly hours and the average earnings per hour in April 1935 were --

Weekly hours:
- 40.0 in slaughtering and meat packing
- 38.0 in paper and pulp
- 35.0 in petroleum refining
- 33.5 in cotton-goods manufacturing
- 33.0 in tires and inner tubes

Hourly earnings (in cents):
- 84.5 in tires and inner tubes
- 78.5 in petroleum refining
- 56.0 in slaughtering and meat packing
- 52.5 in paper and pulp
- 38.5 in cotton-goods manufacturing

Employment in cotton-goods manufacturing averaged 2.5 hours less per week in April 1935 than in the corresponding month of 1934. Slight reductions in hours of work were also reported in blast furnaces and rolling mills, petroleum refining, and tires and inner tubes. In the remaining six selected industries the hours of work were somewhat longer this year, the increase ranging from slightly less than 1 hour in brick manufacturing to over 2 hours per week in automobiles.

All the 10 selected durable and non-durable-goods industries reported higher average earnings per hour in April 1935 than in April 1934. The increase ranged from a slight gain per hour in foundries and machine shops to 8.5 cents per hour in rubber tires and inner tubes.

WEEKLY EARNINGS

Weekly earnings of wage earners employed in manufacturing industries in April 1935 averaged $21.20, as against $21.10 in the preceding month and $19.95 in April a year ago. These averages are based on total pay-roll reports, which include part-time as well as full-time employees. The 1935 figures represent an average of the earnings of 3,884,987 workers employed in 24,648 establishments. The 1934 average is based on the earnings of 3,650,627 workers employed in 20,884 establishments.

The average weekly earnings of workers employed in the five selected representative durable-goods industries in April 1935 were --

- $28.95 in automobiles
- 23.05 in blast furnaces and rolling mills
- 22.10 in foundries and machine shops
- 15.90 in sawmills
- 15.10 in brick manufacturing

In the five representative nondurable-goods industries the weekly wage income of the workers employed in 1935 averaged --

$27.80 in tires and inner tubes
27.50 in petroleum refining
22.65 in slaughtering and meat packing
19.95 in paper and pulp
12.75 in cotton-goods manufacturing

Workers in cotton-goods manufacturing averaged 65 cents per week less in April this year than a year ago. In the other nine selected industries the weekly wage income of the workers employed was higher this April--by $2.65 in automobiles, $2.20 in tires and inner tubes, $1.85 in slaughtering and meat packing, $1.33 in sawmills, $1.10 in paper and pulp, $1 in foundries and machine shops, 95 cents in brick manufacturing, 85 cents in blast furnaces and rolling mills, and 60 cents in petroleum refining.

EMPLOYMENT, PAY ROLLS, WAGES, AND HOURS IN SELECTED NONMANUFACTURING INDUSTRIES

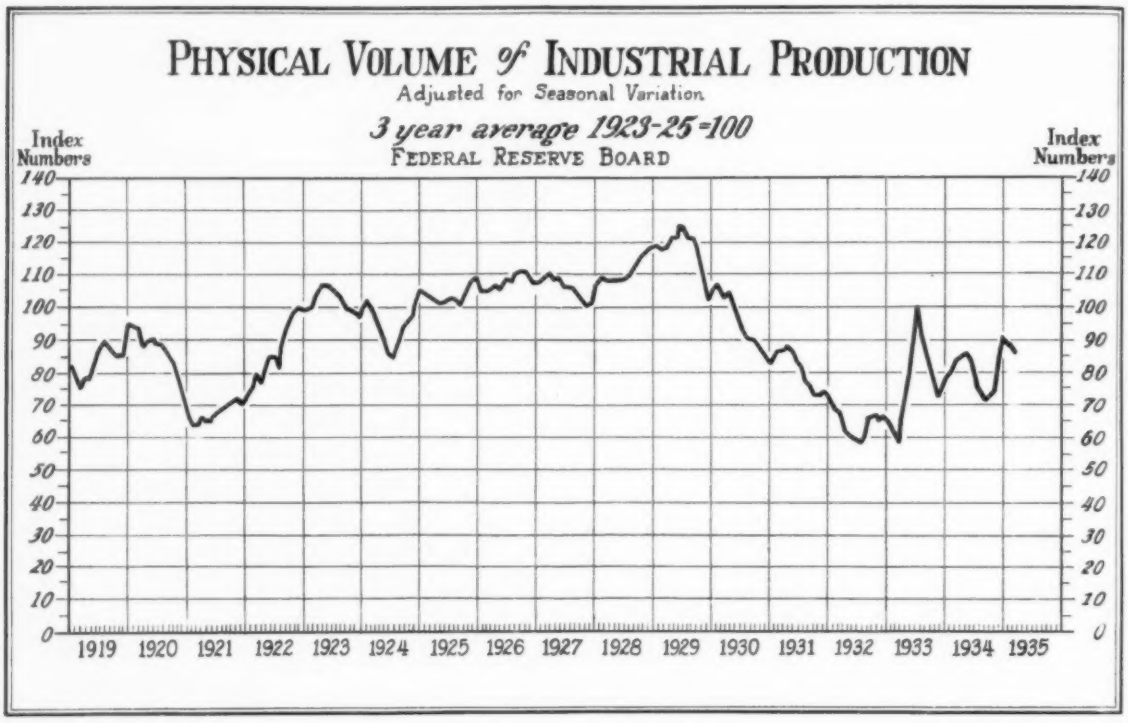
INDUSTRY	APRIL 1935*	MARCH 1935‡	APRIL 1934
RETAIL TRADE			
Employment.....	3,275,000	3,144,000	3,234,000
Weekly pay roll.	$57,378,000	$55,474,000	$56,142,000
Weekly hours....	41.0	41.5	40
Hourly earnings	$0.53	$0.53	$0.51
Weekly earnings	$20.25	$20.45	$19.80
WHOLESALE TRADE			
Employment.....	1,335,000	1,348,000	1,318,000
Weekly pay roll.	$37,511,000	$37,742,000	$36,527,000
Weekly hours....	41	41	42.5
Hourly earnings.	$0.66	$0.64	$0.62
Weekly earnings.	$26.95	$26.60	$26.65
STEAM RAILROADS			
Employment.....	964,600	966,100	1,005,000
Weekly pay roll.	$30,566,400	$29,198,000	$29,623,000
Weekly earnings.	$31.70	$30.20	$29.50
BITUMINOUS COAL			
Employment.....	340,800	374,300	331,200
Weekly pay roll.	$4,974,000	$7,461,000	$5,682,000
Weekly hours....	21.5	30.5	27
Hourly earnings.	$0.73	$0.71	$0.69
Weekly earnings.	$15.60	$21.30	$18.25
TELEPHONE & TELEGRAPH			
Employment.....	373,600	374,100	376,300
Weekly pay roll.	$10,570,000	$10,888,000	$9,948,000
Weekly hours....	38	38.5	37.5
Hourly earnings.	$0.75	$0.77	$0.70
Weekly earnings.	$27.80	$28.60	$26.15

INDUSTRY	APRIL 1935*	MARCH 1935‡	APRIL 1934
HOTELS			
Employment.....	268,500	271,600	272,200
Weekly pay roll.	$3,521,000	$3,578,000	$3,489,000
Weekly hours....	48	48.5	46.5
Hourly earnings.	$0.28	$0.28	$0.27
Weekly earnings.	$13.65	$13.75	$13.15
POWER and LIGHT			
Employment.....	264,300	263,000	263,700
Weekly pay roll.	$7,510,000	$7,548,000	$7,301,000
Weekly hours....	39.5	40	39.5
Hourly earnings.	$0.77	$0.76	$0.75
Weekly earnings.	$30.40	$30.70	$29.65
ELECTRIC RAILROADS			
Employment.....	190,600	190,400	192,800
Weekly pay roll.	$5,413,000	$5,422,000	$5,379,000
Weekly earnings.	$28.15	$28.25	$27.70
LAUNDRIES			
Employment.....	186,600	185,900	187,700
Weekly pay roll.	$2,883,000	$2,843,000	$2,834,000
Weekly hours....	40.5	40.5	39.5
Hourly earnings.	$0.37	$0.36	$0.38
Weekly earnings.	$15.55	$15.40	$15.00
DYEING & CLEANING			
Employment.....	47,200	42,800	47,200
Weekly pay roll.	$904,000	$781,000	$888,000
Weekly hours....	42.5	41	41.5
Hourly earnings.	$0.45	$0.44	$0.44
Weekly earnings.	$18.80	$18.00	$18.40

* *Preliminary* ‡ *Revised*

BUSINESS AND ECONOMIC CONDITIONS IN APRIL 1935

The Federal Reserve Board adjusted index of the volume of industrial production thus 2.3 percent lower than in the preceding month and 1.2 percent higher than in April a



in April 1935 was 86, as against 100 in 1923-25, 88 in March 1935, and 85 in April 1934. Industrial production in April was year ago. The downward trend was due chiefly to smaller output of steel, cotton and silk textiles, and bituminous coal.

BUSINESS AND INDUSTRIAL BAROMETERS

Automobiles. The total number of cars and trucks produced in the United States in April 1935 is estimated at 477,700 units -- 47,900 cars more than in March, and 124,700 more than in April a year ago.

Building Permits. The increase in building activity during the first 3 months of 1935 continued in April. The value of building permits issued in 792 identical cities in April 1935 was $69,100,000 -- $8,000,000, or 12.7 percent more than in the preceding month, and $27,000,000, or 65 percent more than a year ago.

Railroad Freight Car Loadings. Class I railroads averaged 575,300 freight cars loaded per week during April -- 27,200 cars per week less than in March, and 9,800 cars per week less than in April 1934.

Steel. Production of steel ingots in April was 2,606,000 tons -- 125,000 tons less than in March, and 292,000 tons less than in April of last year.

FEDERAL GOVERNMENT EMPLOYMENT AND RELIEF IN APRIL 1935

Public Works. Construction work on P.W.A. projects increased sharply during the month of April. The total number of workers employed at the site of P.W.A. construction projects in April is estimated at 333,000. This is an increase of 50,000 over March. The monthly pay roll advanced $3,500,000 to a total of approximately $21,000,000.

Emergency Conservation Work. There was an increase of 75,000 in the number of men enrolled in the Civilian Conservation Corps in April, as compared with March. Approximately 369,000 men were employed on the Emergency Conservation Program during April. The total pay roll for the month amounted to $16,400,000.

Emergency Work Program. The number of workers provided with work-relief jobs by the Federal Emergency Relief Administration in April remained unchanged from the previous month. Work relief was supplied to 2,400,000 persons at an estimated total pay roll of $65,000,000.

Emergency Relief. Preliminary reports received by the Federal Relief Administration from 145 cities indicate that the number of cases receiving emergency relief from public funds declined from 2,203,000 in March to 2,172,000 in April. During the same period expenditures from emergency relief declined from approximately $71,174,000 to $70,689,000.

WHAT HAPPENED TO PRICES IN APRIL 1935

Wholesale Prices. Wholesale commodity prices in April 1935 were nearly 1 percent higher than in the preceding month. They were 9.3 percent higher than in April a year ago. The Bureau of Labor Statistics index of wholesale commodity prices in April was 80.1, compared with 79.4 in March, 73.3 in April 1934, and 100 in 1926. This means that $80.10 could purchase in April 1935 the same amount of commodities that cost $79.40 in March, $73.30 in April 1934, and $100 in 1926.

INDEX OF WHOLESALE PRICES

	1926	APRIL 1935	APRIL 1934	INCREASE (+) OR DECREASE (−) APRIL 1934 TO APRIL 1935
	Index	*Index*	*Index*	*Percent*
All commodities	100	80.1	73.3	+ 9.3
Farm products	100	80.4	59.6	+ 34.9
Raw materials	100	77.5	65.1	+ 19.0
Semimanufactured articles	100	72.3	73.9	− 2.2
Finished products	100	82.3	77.1	+ 6.7

Retail Food Prices. Retail food prices in 51 cities scattered throughout the United States advanced 2.4 percent between March and April 1935. They were 15½ percent higher in April than a year ago. The Bureau of Labor Statistics index of retail food prices in April 1935 was 77.6, as against 75.8 in March 1935, 67.4 in April 1934, and 100 in 1926. In other words, for every dollar's worth of goods bought in retail markets during 1926, the consumer paid on the average 77½ cents in April 1935, compared with 76 cents in March and 67 cents in April a year ago.

AVERAGE RETAIL FOOD PRICES FOR THE COUNTRY AS A WHOLE

ITEM	RETAIL PRICE		INCREASE (+) OR DECREASE (−) APRIL 1934 TO APRIL 1935	
	APRIL 1935	APRIL 1934		
	Cents	*Cents*	*Cents*	*Percent*
Bread, pound	8.3	8.0	+ 0.3	+ 3.8
Butter, pound	39.6	29.1	+ 10.5	+ 36.1
Milk, quart.	11.9	11.1	+ .8	+ 7.2
Eggs, dozen	29.6	23.8	+ 5.8	+ 24.4
Potatoes, pound . . .	1.9	2.7	- .8	- 29.6
Lard, pound	18.8	10.3	+ 8.5	+ 82.5
Pork chops, pound . .	33.2	23.9	+ 9.3	+ 38.9
Round steak, pound . .	36.4	26.1	+ 10.3	+ 39.5
Sugar, pound	5.5	5.5	*No change*	*No change*
Coffee, pound	26.8	27.5	- 0.7	- 2.5

QUESTION AND ANSWER DEPARTMENT

1. WILL THE SAME RATES OF WAGES BE PAID ON ALL TYPES OF PROJECTS UNDER THE WORKS PROGRAM?

No. The Executive order issued by the President on May 21 specifically provides that wages of workers employed on P.W.A. projects, such as buildings, housing, waterwork systems, and sewers, "shall be determined in accordance with local wage conditions by the authority to which the loan, grant, or allotment is made, except as otherwise required by law."

On highway and grade-crossing elimination work minimum-wage rates will be determined by the State highway departments, in accordance with local wage conditions.

In the construction of permanent Federal buildings, wage rates will be determined under the Davis-Bacon Act, which provides for prevailing wage rates.

For other types of work, wages will vary with the degree of skill required on the job, with different regions, and with the size of the largest municipality in the county in which the work project is located. In order to assure a steady income to the workers employed on this class of projects, wages will be paid on a monthly basis, and an effort will be made to provide a continuous flow of work projects to each locality. Workers will be compensated for time lost due to adverse weather conditions or interruptions in the work project beyond their

SCHEDULE OF MINIMUM MONTHLY EARNINGS ON WORKS PROJECTS

REGIONS	TYPE OF WORK	MINIMUM MONTHLY WAGES IN COUNTIES IN WHICH THE POPULATION OF THE LARGEST MUNICIPALITY IS — OVER 100,000	50,000 TO 100,000	25,000 TO 50,000	5,000 TO 25,000	UNDER 5,000
REGION I	Professional and Technical	$94	$83	$77	$69	$61
	Skilled	85	75	70	63	55
	Intermediate	65	60	55	50	45
	Unskilled	55	52	48	44	40
REGION II	Professional and Technical	$79	$73	$66	$57	$48
	Skilled	72	66	60	52	44
	Intermediate	58	54	50	44	38
	Unskilled	45	42	40	35	32
REGION III	Professional and Technical	$75	$68	$62	$53	$42
	Skilled	68	62	56	48	38
	Intermediate	52	48	43	36	30
	Unskilled	35	33	29	24	21
REGION IV	Professional and Technical	$75	$64	$55	$46	$39
	Skilled	68	58	50	42	35
	Intermediate	49	43	38	32	27
	Unskilled	30	27	25	22	19

control. Deductions from monthly earnings will be made only for time lost because of voluntary absence, illness, postponement or completion of a project, or dismissal.

The highest monthly wages will apply to the region which comprises 26 States in the North Atlantic, North Central, and Pacific Coast areas. In these States, wages will range from $94 per month for professional and technical workers in cities of over 100,000 population to $40 per month for unskilled workers in rural counties where the largest town has a population of less than 5,000. The lowest monthly wages established, those for 7 Southeastern States, will vary from $75 per month for professional and technical workers in cities of over 100,000 population to $19 per month for unskilled workers in towns of less than 5,000 population. Monthly earnings applicable to the largest city in a county will, in general, apply to the remainder of the county in which the city is located.

In addition, the Works Progress Administration has the power to except from the monthly wage schedule such projects or portions of projects as may be determined by the Administrator. In such excepted cases, wage rates will be determined in accordance with the local wage conditions.

2. HOW WERE THE BASIC WAGE RATES DETERMINED FOR THE VARIOUS REGIONS?

The monthly wages established by the President are based on existing wages in private industry as determined by the Emergency Relief Administration in approximately 3,000 counties scattered throughout the United States. In most of these counties the existing wages were studied by a local wage committee consisting of one representative of labor, one representative of business, and the local relief administrator. Other wage statistics showing present weekly earnings in private industry, on construction work, and in agriculture were also taken into consideration in establishing the basic monthly wage for work projects.

3. HAS ANY MONEY BEEN ALLOTTED FOR PROJECTS ON WHICH OTHER THAN THE MINIMUM MONTHLY WAGE WILL BE PAID?

Yes. Approximately one billion dollars has already been allotted for highway and building projects. On these projects local wage rates will apply.

4. WHAT WILL BE THE MAXIMUM HOURS OF WORK UNDER THE WORKS PROGRAM?

The hours of work, to be determined by the Works Progress Administrator, must not be in excess of 8 hours per day and 40 hours per week. The maximum hours of work for manual labor on projects under the supervision of the Bureau of Public Roads and State highway departments are set at 8 hours per day and 130 hours per month.

5. WHO IS ELIGIBLE FOR EMPLOYMENT ON WORK PROJECTS?

Only one member of a family group may be employed under the Works Program. He must be over 16 years of age and in such physical condition that employment will not endanger his health or the health and safety of his coworkers. Physically handicapped persons are eligible for employment on jobs which they can safely and ably perform.

Preference will be given to persons from public relief rolls. At least 90 percent of all workers employed on a work project must be taken from these rolls. Within these requirements, workers who are qualified by training and experience to be assigned to work projects "shall not be discriminated against on any grounds whatsoever."

6. HOW WILL CONTROVERSIES OVER WAGE RATES BE SETTLED?

A board is to be appointed, upon which labor will be represented, to adjust controversies arising in connection with the interpretation of wage and other labor provisions of the Works Program.

STUDIES AND REPORTS ON LABOR CONDITIONS

ACCIDENT COMPENSATION IN NEW YORK IN 1934

Over 22 million dollars was awarded in compensation to injured workers and their dependents in the State of New York during 1934. This amount is exclusive of medical and administrative costs.

Of the 69,918 accident cases compensated during the year, 755 resulted in death, 93 in permanent total disability, and 16,382 in permanent partial disability; that is, in a permanent handicap such as partial loss of an eye or hand. The remaining 52,683 cases were temporary disabilities.

The number of compensated accidents and the amount of compensation in each industrial group during the year were as follows:

	NUMBER OF CASES	AMOUNT OF COMPENSATION
Manufacturing.....	20,987	$ 5,265,173
Service industries.	17,406	5,138,198
Public utilities...	12,169	4,261,067
Trade.....	9,151	2,081,308
Construction.....	8,992	4,855,974
Other industries...	1,213	482,363
All industries.	69,918	$22,084,083

The outstanding feature of the accident situation, as reported by the New York State Department of Labor, is the steady growth in the number of compensated injuries in the service industries, which include hotels, restaurants, care of buildings, professional service, and public employment. In 1926 these services were responsible for less than 10 percent of the compensated accidents in the State, while in 1934 nearly 25 percent of the compensated accidents occurred in the service industries.

OCCUPATION SHIFTS DURING THE DEPRESSION

Nearly one-fifth of all employed workers on city relief rolls have shifted occupations during the depression. Most of these workers have moved down the occupational scale, according to a recent study made by the Federal Emergency Relief Administration of employed workers who were on relief because their earnings were not sufficient to support their families.

The downward occupational trend was particularly noticeable among the skilled workers. Out of every 100 skilled workers who changed jobs, 78 went into the semiskilled and unskilled trades.

Owners of retail stores, business managers, and officials were affected almost as severely. Most of this group who had come on relief found jobs at semiskilled occupations. A few had become clerical workers or unskilled laborers in factories and on construction jobs.

One-fifth of the professional persons, such as teachers, lawyers, and doctors who requested relief, had been forced down to a lower occupational level. Many of these found jobs in hotels, restaurants, and private homes.

There was very little occupational shifting among the unskilled workers for the simple reason that they could not retreat to a lower occupational level. The occupational shifts downward among skilled workers, professionals, and proprietary occupations have further increased the competition among unskilled workers for the limited work opportunities available.

STRIKES AND LOCKOUTS IN APRIL 1935

The number of new strikes and lockouts beginning in April 1935 increased by 21 over the previous month to a total of 170. These disputes involved 70,000 workers. Approximately 302 strikes and lockouts were in progress during the month compared with 255 in March 1935 and 281 in April 1934. The number of workers engaged in these disputes is estimated at 125,000 in April 1935, 99,000 in March 1935, and 199,600 in April a year ago.

MONTHLY LABOR REVIEW

The Monthly Labor Review, published each month by the Bureau of Labor Statistics of the U. S. Department of Labor, gives in much greater detail than is possible in the Labor Information Bulletin current information on labor legislation, wages and hours, employment, prices, etc. It also contains each month special articles on labor and working conditions in the United States and other countries. The May 1935 issue covers such topics as --

Working conditions of newspaper editorial employees
Employee elections conducted by the National Labor Relations Board
Selection of men for the Civilian Conservation Corps
Wage rates and wage differentials in the cotton-textile industry
Unemployment survey of Lancaster, Pa., 1934
French labor camps for the unemployed
Restrictions on wage payments below code minimum
Code provisions supersede less favorable union conditions
State unemployment-insurance laws
Unemployment insurance in Switzerland in 1934
Miners' welfare activities in Great Britain
Occupations of gainful workers on urban relief
New agreement for collective bargaining on British railways
Employment of women in France
Employment of children in newspaper and magazine distributing
Industrial accidents and illness in the Soviet Union, 1932
Strikes and lockouts in March 1935
Strikes and lockouts in Canada, 1934

The subscription price of the Monthly Labor Review is $3.50 per year in the United States, Canada, and Mexico, and $4.75 in other countries. Orders should be sent direct to the Superintendent of Documents, Government Printing Office, Washington, D. C.